



# **BAYHILL SPECIFIC PLAN & YOUTUBE PHASE I DEVELOPMENT**

## **CITY COUNCIL MEETING**

# Agenda



- I. Objective
- II. Bayhill Team Introduction
- III. Background
- IV. Final Environmental Impact Report and Water Supply Assessment
- V. General Plan Amendments
- VI. Bayhill Specific Plan
- VII. Zoning Ordinance and Zoning Map Amendments
- VIII. Phase 1 Development Project, Vesting Tentative Map, Architecture Review Permit and Curb Markings
- IX. Development Agreement
- X. Recommendations
- XI. Next Steps
- XII. Questions



# OBJECTIVE



# Objective

## **Item 6.a. - Hold a Public Hearing and Take the Following Actions associated with the Bayhill Specific Plan:**

- Adopt Resolution Approving the Water Supply Assessment Report for the Proposed Bayhill Specific Plan.
- Adopt Resolution Certifying an Environmental Impact Report and Adopting CEQA Findings, Facts, Statement of Overriding Considerations and a Mitigation Monitoring and Reporting Program for the Bayhill Specific Plan and Google Phase 1 Project.
- Adopt Resolution Amending the San Bruno General Plan to Ensure Consistency with the Bayhill Specific Plan.
- Adopt Resolution Adopting the Bayhill Specific Plan for the Bayhill Area of the City.



# Objective (cont.)

- Waive first reading and introduce Ordinance Adding Chapter 12.290, Bayhill Specific Plan Districts, to the City of San Bruno Municipal Code Establishing Regulations for Parcels Within the Bayhill Specific Plan.
- Waive first reading and introduce Ordinance Amending the City of San Bruno Zoning Map for the Bayhill Specific Plan Area.



# Objective (cont.)

## **Item 6.b. - Hold a Public Hearing and Take the Following Actions to Approve Google LLC's Phase 1 Development Located in the Bayhill Office Park:**

- Adopt Resolution Approving a Phased Vesting Tentative Tract Subdivision Map with Lot Line Adjustments, Realignment of Grundy Lane Involving Vacation of Current Public Roadway and Utility Easements and Dedication of new Roadway Right-of-Way in Fee and Granting of New Utility Easements, and Vacation of a Portion of Elm Avenue, as Shown on the Map For Google LLC's Property in the Bayhill Area of the City.
- Waive First Reading and Introduce Ordinance Approving a Development Agreement Between the City of San Bruno and Google LLC, A California Limited Liability Company for the Google Project Located in the Bayhill Office Park.
- Adopt Resolution Approving an Architectural Review Permit For Phase 1 of Google LLC's Development Plans in the Bayhill Area of the City.
- Adopt Resolution Authorizing Various Curb Marking Changes Along Frontages of 900 Cherry Avenue and 1000 Cherry Avenue in the Bayhill Area of the City for Phase 1 of Google LLC's Development Plans.



# BAYHILL TEAM INTRODUCTION



## City Team:

- Jovan Grogan, City Manager
- Marc Zafferano, City Attorney
- Pamela Wu, Community and Economic Development Director
- Matthew Neuebaumer, Associate Planner
- Hae Won Ritchie, Interim Public Works Director
- Joanna Kwok, Associate Civil Engineer



## **Consultant Team:**

- Ed Shaffer, Burke, Williams and Sorenson – Legal Consultant
- Heidi Mekkelson, ICF - EIR Consultant
- Elaine Costello, Management Partners - Project Manager
- Dan Marks, Management Partners - Project Manager
- Patrick O’Keeffe, Management Partners - Project Manager
- Taylor McAdam, Fehr & Peers - Transportation Consultant
- Terry Bottomley, Bottomley Design & Planning - Urban Design Consultant
- Jason Moody, Economic and Planning Systems - Economic Consultant



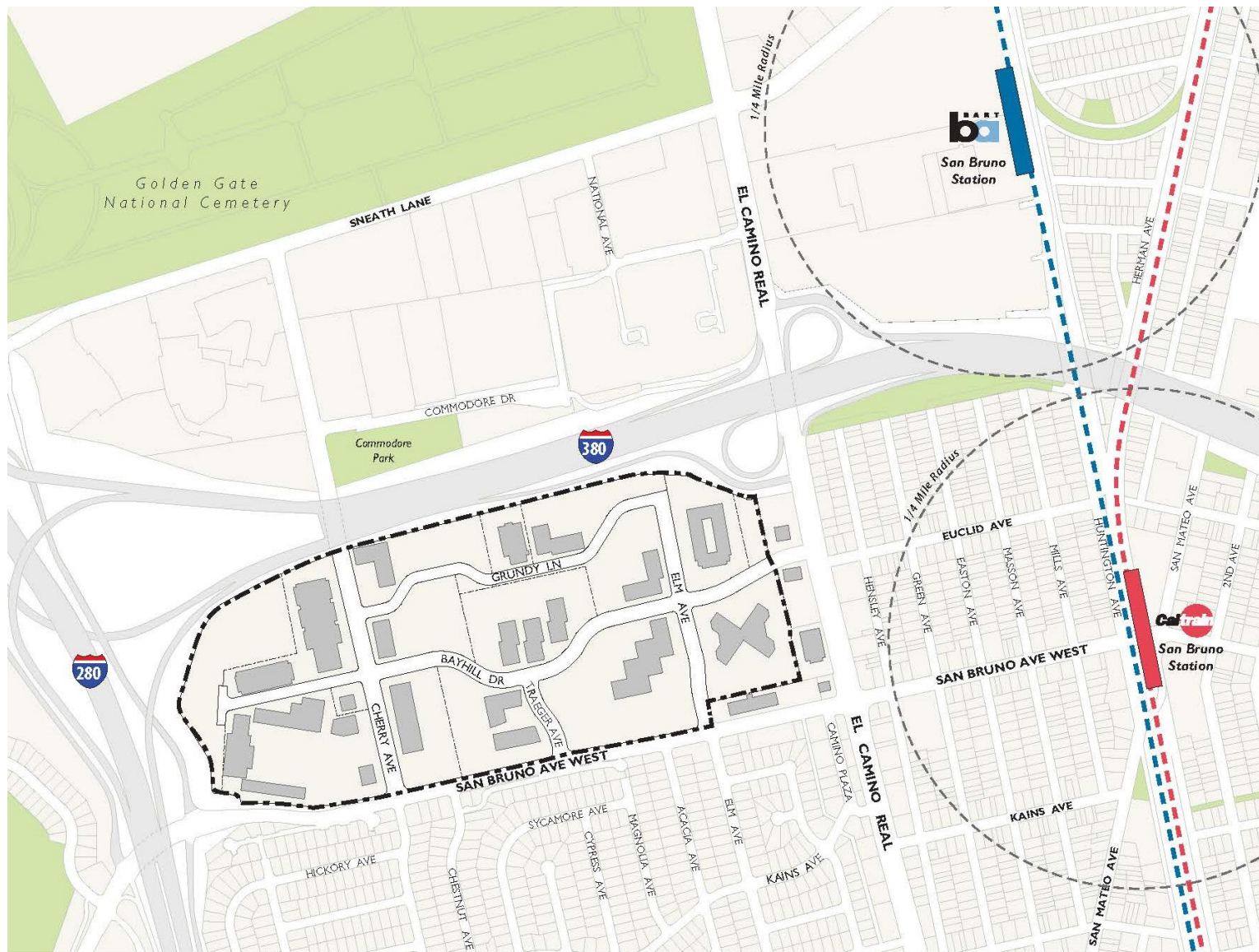
Pamela Wu,  
Community and Economic Development Director



# BACKGROUND



# Background - Plan Area Location





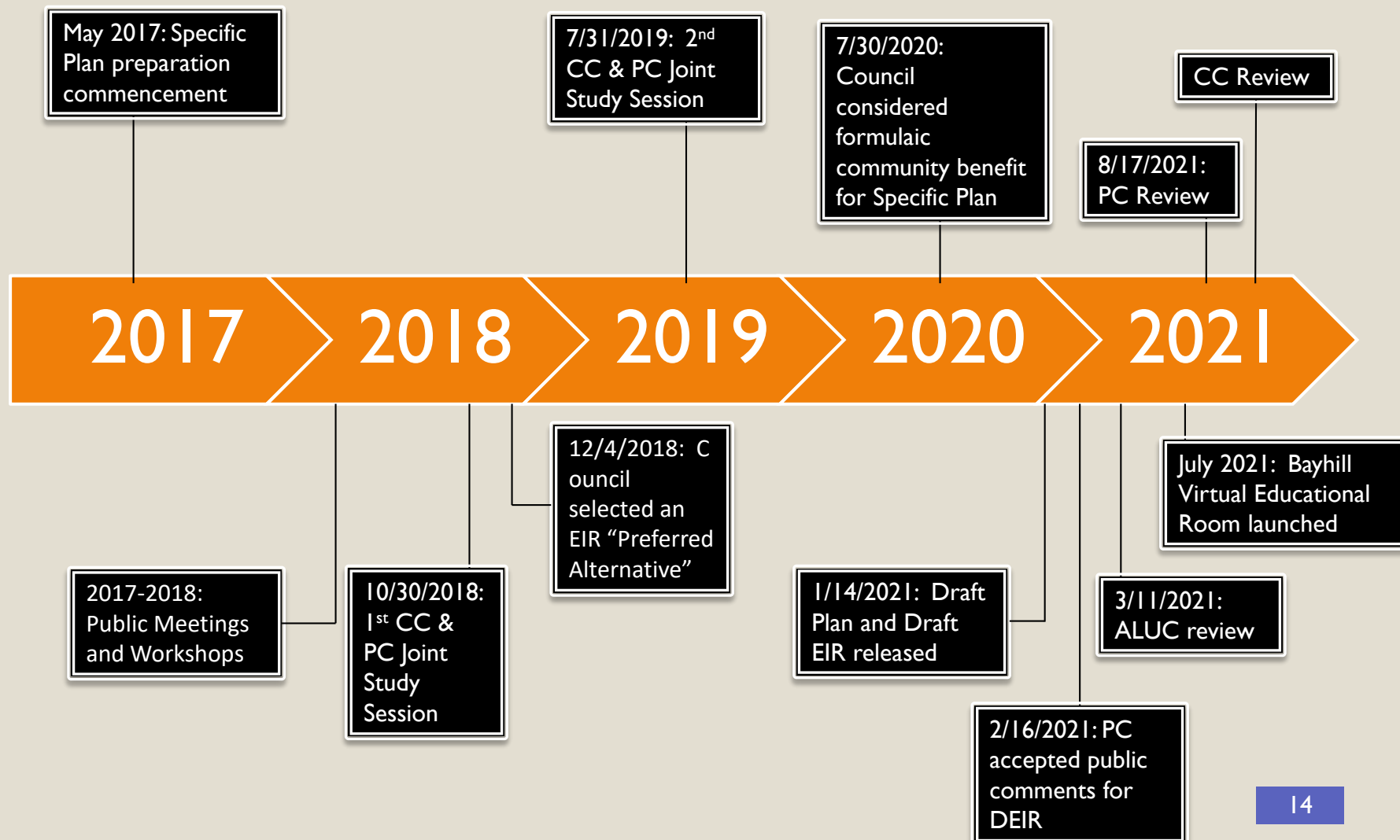
# Background – Plan Area Aerial







# Background – Key Meetings and Milestones





# BAYHILL SPECIFIC PLAN WSA AND PHASE I ENVIRONMENTAL IMPACT REPORT



# Final EIR - Overview

- Draft EIR public review: Jan 14, 2021 – Mar 1, 2021 (45-day review period)
- Program level analysis of Bayhill Specific Plan & Project level analysis of Phase I Development

- ❖ Maximum Office Scenario
- ❖ Maximum Housing Scenario

- Alternatives evaluated in FEIR:

- ❖ No Project Alternative
- ❖ Residential Alternative (Environmentally Superior Alternative)
- ❖ Increased Height Alternative

Maximum Office Scenario	Maximum Housing Scenario
~ 4 million s.f. office	~3.5 million s.f. office
121, 000 s.f. retail	121,000 s.f. retail
79,000 s.f. hotel	79,000 s.f. hotel
No housing units	573 multi-family housing units





# Final EIR

- Impacts Reduced to Less than Significant through the EIR process that provided mitigation to reduce significant impacts to a less-than-significant level:
  - ❖ Air Quality: Mitigation to protect residents from criteria pollutants.
  - ❖ Energy: BAAQMD-recommended Construction BMPs to reduce wasteful and inefficient energy uses.
  - ❖ Greenhouse Gases: Mitigation to reduce project-generated greenhouse gas emissions.
  - ❖ Hydrology and Water Quality: Mitigation to protect ground water quality.
  - ❖ Noise: Mitigation to prevent substantial temporary or permanent noise level increases.



# Final EIR

- Significant unavoidable impacts identified for Specific Plan:
  - ❖ Impact AQ-2a: Increases in Criteria Pollutants
  - ❖ Impact AQ-3a: Health Risks from Toxic Air Contaminants (TAC) and Criteria Pollutant Concentrations
  - ❖ Impact C-AQ-1a: Cumulatively Considerable Increases in Criteria Pollutants
  - ❖ Impact C-AQ-2a: Cumulative Health Risks from TACs and Criteria Pollutant Concentrations
  - ❖ Impact TRA-5a: Project-Generated Vehicle Miles Travelled (VMT)
- No significant unavoidable impacts identified for Phase I
- Statement of Overriding Considerations required



# Final EIR

- Final EIR includes:
  - ❖ Responses to Comments (Chapter 3): 11 written and 6 verbal comments
  - ❖ Revisions to Draft EIR (Chapter 4)
  - ❖ Water Supply Assessment Addendum – Separate Action (appendix to Final EIR)
  - ❖ Statement of Findings and Overriding Considerations
- No changes to DEIR conclusions
- Minor changes to some DEIR mitigation measures
  - ❖ Final mitigation measures included in Mitigation Monitoring and Reporting Program (MMRP)



# GENERAL PLAN AMENDMENTS

# General Plan Amendments



- Provide consistency with the draft Specific Plan and Zoning Ordinance Amendments
- Introduce new land use designations and to allow housing in identified locations in both areas :
  - ❖ Bayhill Regional Office
  - ❖ Bayhill Neighborhood Commercial Land Use Districts
- Minor text amendments to insure consistency between the General Plan and the Specific Plan



# BAYHILL SPECIFIC PLAN



# Specific Plan - Guiding Principles

- Based on 2017 Vision Statement and Guiding Principles Document and City Council and Planning Commission Input from 2017 to 2020:
  - ❖ Promote a Vibrant and Mixed-Use Walkable District
  - ❖ Enhance the Public Realm & Promote Quality Design
  - ❖ Improve Multimodal Mobility
  - ❖ Foster Housing Development
  - ❖ Integrate Bayhill with the Greater San Bruno Community
  - ❖ Incorporate Amenities
  - ❖ Ensure Net Positive Fiscal Impact
  - ❖ Promote Optimal Long-Term Development Patterns



# Specific Plan - Organization

- Chapter 1 - Introduction
- Chapter 2 - Land Use
- Chapter 3 - Urban Design and Public Realm
- Chapter 4 - Access and Connectivity
- Chapter 5 - Infrastructure, Public Facilities and Services
- Chapter 6 - Environmental Quality
- Chapter 7 - Implementation
- Appendix





# Specific Plan - Land Use Chapter



- Office Development Policies:

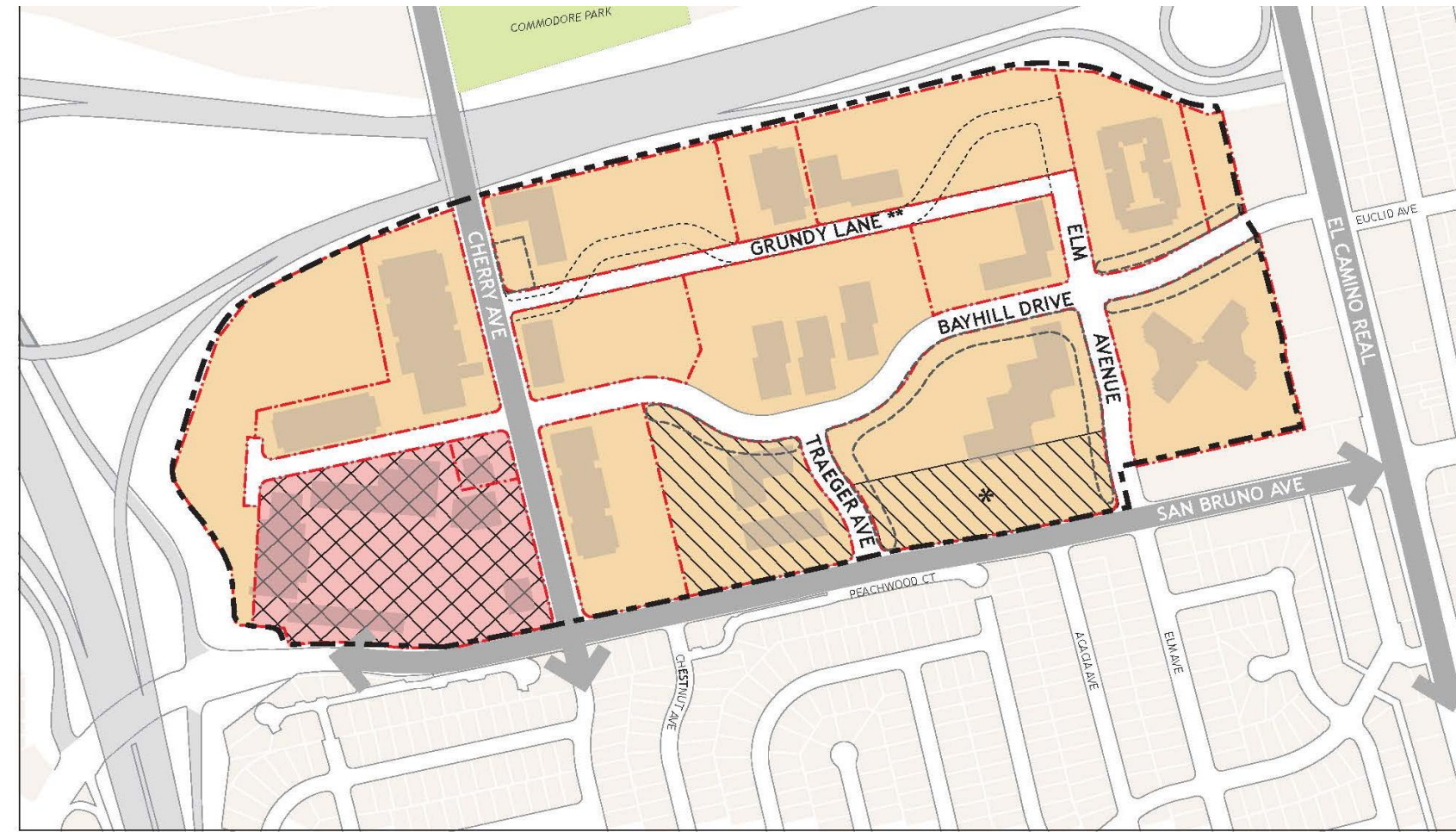
Given that the Plan Area has excellent access to regional road transportation and transit (BART and Caltrain) and YouTube's Interest in creating a campus, Bayhill is a good location for redevelopment with new office buildings:

- ❖ Plan Permits 2.46 million square feet of additional regional office development allocated on a parcel-by-parcel basis
- ❖ Policies allows limited transfer of office development square footage between parcels

# Specific Plan - Land Use Chapter



## Land Use Map Designations



- |  |                             |                             |
|--|-----------------------------|-----------------------------|
| Bayhill Regional Office                | Bayhill Residential Overlay | Specific Plan Area Boundary |
| Bayhill Neighborhood Center Commercial | Bayhill Mixed-Use Overlay   | Existing Building Footprint |



# Specific Plan - Land Use Chapter

## ■ Retail and Hotel Policies:

- ❖ Requires maintaining existing Bayhill Shopping Center commercial square footage
- ❖ Accommodates new and expanded hotel uses
- ❖ Prioritizes 180,718 SF of unallocated square footage for hotel and retail uses

## ■ Housing Policies:

- ❖ Allows housing in the Plan Area where it is currently not permitted
- ❖ Establishes 2 residential overlay districts along San Bruno Avenue totaling 573 units:
  - Bayhill Mixed Use Overlay at Bayhill Shopping Center
    - 210 housing units allowed
  - Bayhill Residential Overlay at 801-851 Traeger & 1111 Bayhill Drive
    - 363 housing units allowed

# Specific Plan - Urban Design Chapter



- Major Policy Areas:
  - ❖ **Public Realm:** Streets designed to be interconnected public spaces that encourage walking and bicycling
  - ❖ **Enhanced Pedestrian Environment:** Street trees, buffered sidewalks, frontage landscaping, pedestrian-oriented street lighting, stormwater management
  - ❖ **Greenways:** Continuous, publicly-accessible, privately-owned and maintained linear open spaces along Bayhill, Traeger, and Elm
  - ❖ **Public and Private Open Space:** Variety of open spaces, some publicly-accessible like Greenways and Cherry Avenue Plaza, as well as private interior courtyards
  - ❖ **Building Orientation and Design:** Design features to reduce impact of long building frontages, varied building massing, street-facing entrances and courtyards, transparent interior spaces, sidewalk pedestrian amenities



# Specific Plan - Urban Design Chapter

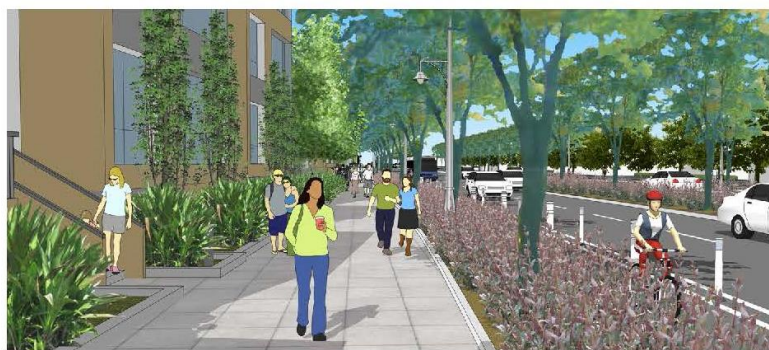


## Public Realm Concept



# Specific Plan - Urban Design Chapter

## Enhanced Pedestrian Environment



## Regional Office Environment

- Landscape setbacks
- Street-facing building entrances
- Expanded Greenway areas

## Mixed-Use Commercial Environment

- Generous sidewalks and amenities
- First floor storefronts
- Shared urban space

## Residential Environment

- Buffer landscape edge
- Prominent building entrances and stoops



# Specific Plan - Urban Design Chapter

## Setbacks and Greenways



### Typical Frontage

- 30' average, 10' minimum setback
- Enhanced pedestrian environment  
street trees, curbside planters,  
lighting

### Greenway Condition

- 30' minimum width, 60' for  
expanded open space areas
- Enhanced landscape and  
pedestrian amenities

# Specific Plan - Access Chapter



Figure 4-5: Street Plan Overview - Proposed





# Specific Plan - Access Chapter



- Transit:
  - ❖ Plan identifies one off-street multi-modal facility
  - ❖ Existing transit infrastructure will be enhanced with concurrent development where those properties include transit stops on street frontage
- Parking:
  - ❖ Ensure consistency with City loading and parking standards for both vehicle and bicycle parking

# Specific Plan - Access Chapter



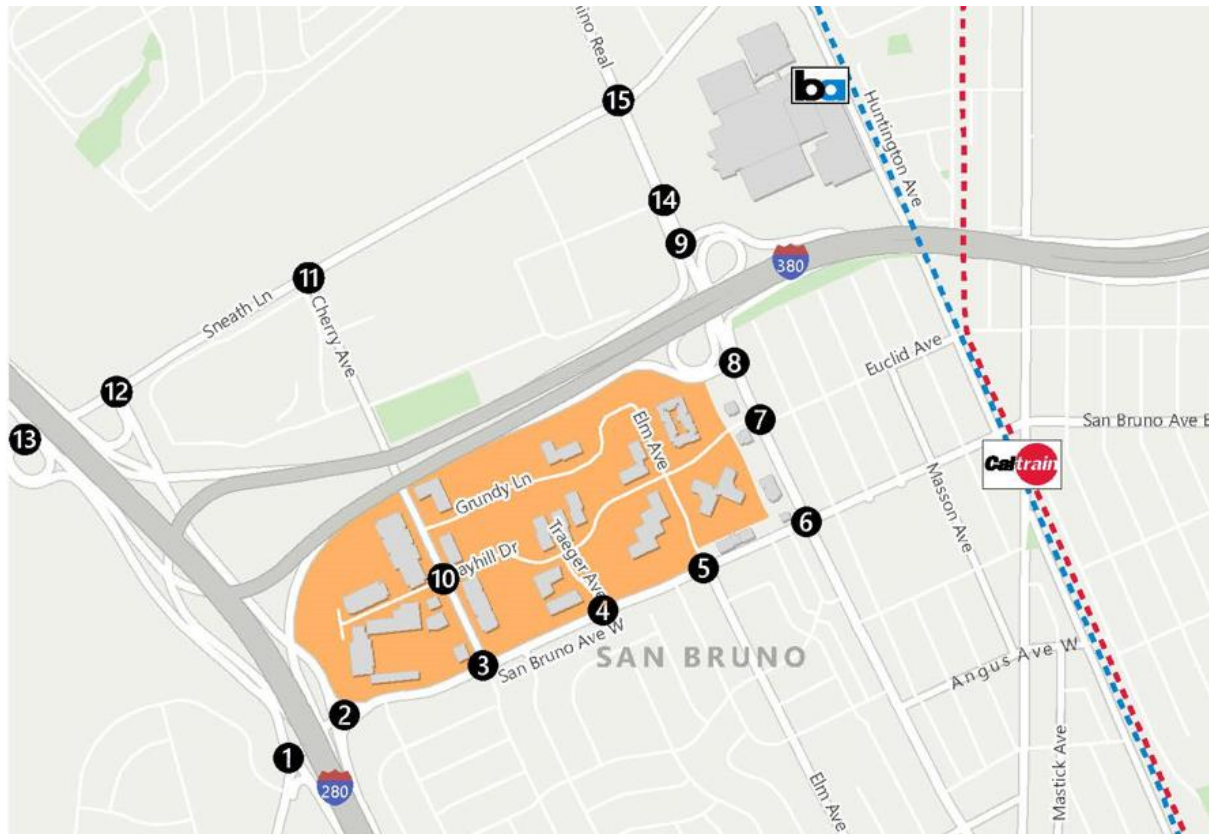
- Transportation Demand Management (TDM)
  - ❖ State law requirement and a key objective to reduce vehicle usage: measured as the total number of vehicle miles traveled (VMT) per capita
  - ❖ Primary strategy to shift drive-alone vehicle trips to other modes of travel, including carpool, shuttle, transit, bicycling, and walking
  - ❖ Each property owner is required to implement specific TDM strategies to be under 21.7 VMT per capita (equivalent to a max. of 43 percent of new trips occurring by single-occupancy vehicles)
  - ❖ Property owners must monitor trips and report the results as outlined in the VMT Monitoring and Mitigation Plan. If a property owner does not meet the threshold, the City may initiate mitigation payments which the City will use to implement trip and vehicle mileage reductions

# Specific Plan - Access Chapter



## ■ Bayhill Traffic Study

- ❖ A vehicular level of service (LOS) analysis was performed at 15 intersections near the Plan Area for the AM (7-9am) and PM (4-6pm) peak periods.



# Specific Plan - Access Chapter



## ■ Traffic Flow Improvement Projects

**Table 4-3: Level of Service Projects**

Location	Description
1. I-280 North-bound Off-Ramp & San Bruno Avenue	Reconfigure the middle approach lane on the I-280 NB off-ramp from a shared through-right-left to a shared through-right-only lane <sup>1</sup>
2. San Bruno Avenue/I-280 North-bound On-ramp	Add third westbound through pocket lane on San Bruno Avenue at I-280 NB On-Ramp <sup>2</sup>
3. San Bruno Avenue & Cherry Avenue	Add a westbound right-turn pocket on southbound Cherry Avenue
4. I-280 SB & Sneath Lane	Modify northbound approach to include left-turn pocket, through lane, and free right turn <sup>3</sup>
5. Traeger Avenue/San Bruno Avenue	Signalize intersection <sup>4</sup>
6. All major signalized intersections within a ¼-mile	Optimize signal splits, cycle lengths and signal interconnects after each subsequent phase of development <sup>5</sup>



# Specific Plan - Access Chapter

- Added delay is small (red or orange) at most intersections and reduced (green) in some places in the afternoon

Study Intersection / Freeway Segment	Control	Jurisdiction	Existing AM		Plan 2040 AM	Existing PM		Plan 2040 PM
			LOS	Delay	Change in Delay (seconds)	LOS	Delay	Change in Delay (seconds)
1. I-280 Southbound Ramps / San Bruno Avenue	Signal	Caltrans	C	21	+3	B	15	No change
2. I-280 Northbound Ramps / San Bruno Avenue	Signal	Caltrans	C	21	+4	C	29	+17
3. Cherry Avenue / San Bruno Avenue	Signal	San Bruno	D	36	+10	D	50	-9
4. Traeger Avenue / San Bruno Avenue	SSSC <sup>1</sup> / Signal with Plan	San Bruno	B	16	+10	C	23	-8
5. Elm Avenue / San Bruno Avenue	Signal	San Bruno	B	14	+18	B	15	+9
6. El Camino Real / San Bruno Avenue	Signal	Caltrans	D	36	+18	E	56	-2
7. El Camino Real / Bayhill Drive	Signal	Caltrans	A	4	+4	C	32	+2
8. I-380 Eastbound / El Camino Real	Signal	Caltrans	A	5	+8	B	15	No change
9. I-380 Westbound / El Camino Real	Signal	Caltrans	B	18	+12	F	>80	-49+
10. Cherry Avenue / Bayhill Drive	Signal	San Bruno	C	22	+15	C	25	+13
11. Cherry Avenue / Sneath Lane	Signal	San Bruno	A	8	+4	B	12	+6
12. I-280 Northbound Ramp / Sneath Lane	Signal	Caltrans	B	16	+6	B	19	+5
13. I-280 Southbound Ramp / Sneath Lane	Signal	Caltrans	E	57	+10	B	18	+12
14. El Camino Real / Tanforan Way / Commodore Drive	Signal	Caltrans	C	21	+2	B	17	+8
15. El Camino Real / Sneath Lane	Signal	Caltrans	C	33	+2	D	47	+3

# Specific Plan – Infrastructure Chapter



- Infrastructure Improvements:
  - ❖ Require new development to construct or contribute their fair share of needed improvements to support new development
  - ❖ Synchronize with roadway improvements to maximize efficiency and minimize disturbance due to construction activity



# Specific Plan – Infrastructure Chapter



- Water Supply & Distribution
- Wastewater System Improvement: require hydraulic modeling when modifying or relocating main pipelines
- Stormwater System & Stormwater Treatment Improvements
- Dry Utilities - installs within underground joint trench
- Parks & Recreation - requires publicly accessible privately owned space
- CityNet
- Police Protection
- Fire Protection
- Library
- Schools



# Specific Plan - Environmental Quality

## Chapter



- Seeks to enhance Bayhill's environmental quality and mitigate the potential negative effects of development
  - ❖ Noise: mitigates impacts from the airport, freeways and construction to acceptable levels
  - ❖ Hazardous Materials: ensures that hazardous materials and groundwater contamination are handled appropriately
  - ❖ Air Quality: minimizes the air quality impacts of construction and operations
  - ❖ Greenhouse Gases: reduces the generation of new greenhouse gases from construction, transportation to the plan area, and plan area operations.
  - ❖ Groundwater: ensures groundwater is protected
  - ❖ Archaeological and Paleontological Resources: establishes procedures for stopping work, evaluating, and recovering archaeological and paleontological resources
  - ❖ Geology: ensures that projects are developed to appropriate geo-technical standards.

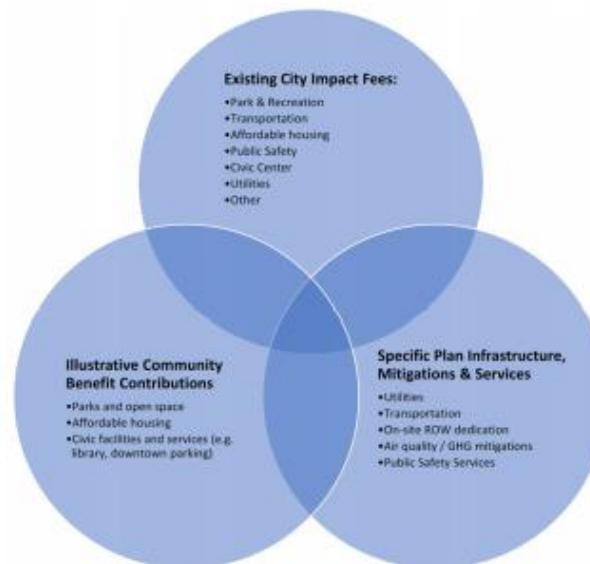


# Specific Plan - Implementation Chapter



- Describes policies and actions that ensure necessary public infrastructure, amenities and services are provided as new development occurs over time.
- Development Pays the Full Cost of Improvements and Services

Figure 7-1: Relationship Between Community Benefit Contributions, City Fees, and Other Required Infrastructure / Project Mitigations



Source: Economic and Planning Systems

# Specific Plan - Implementation Chapter



- Ensures development will “pay its own way”
  - ❖ Establish infrastructure and service costs
  - ❖ Establish an Area Development Impact Fee Program
  - ❖ Establish Public Right of Way Maintenance Agreement(s)
  - ❖ Identify Required Land and Facility Dedications and Easements

Cost Item	Estimated Project Cost	Bayhill Specific Plan Share	
		Amount	%
<b>Access and Connectivity Projects</b>	\$17,060,000	\$8,369,400	49%
<b>Water Supply</b>	\$20,000,000	\$4,420,000	22%
<b>Stormwater</b>	<u>\$5,400,000</u>	<u>\$0</u>	<u>0%</u>
<b>Grand Total (rounded)</b>	<b>\$42,460,000</b>	<b>\$12,790,000</b>	<b>30%</b>

# Specific Plan - Implementation Chapter



- **Community Benefit Program:** Applies to net new development that substantially exceeds what's allowed under existing zoning (called "Tier 2"). Amount indexed to inflation:
  - ❖ Office pays \$35 per square foot of gross building space above current zoning
  - ❖ Residential pays \$10 per net square foot of floor area
- **Exemptions:**
  - ❖ Projects allowed under existing zoning (called "Tier 1")
  - ❖ Additions of  $\leq 5,000$  net new square feet
  - ❖ Deed restricted Affordable Housing
  - ❖ Commercial (non-office) and hotel development
- Developers receive credit for payments toward cost of preparing Specific Plan and EIR

# Estimated Revenues from Specific Plan Build-Out



## Estimated One-Time Revenues Generated from Build-out of the Bayhill Specific Plan *(based on office development only)*

Type of Payment to City	Amount Included in YouTube DA (rounded)	Amount from Other Development	Total (in 2021 \$s)
Area Development Impact Fee	\$13,000,000	\$1,000,000	\$14,000,000
City-wide Development Impact Fee	\$36,000,000	\$3,000,000	\$39,000,000
Affordable Housing Impact Fee	\$25,000,000	\$2,000,000	\$27,000,000
Community Benefit	<u>\$56,000,000</u>	<u>\$5,000,000</u>	<u>\$61,000,000</u>
<b>Total</b>	\$130,000,000	\$11,000,000	<b>\$141,000,000</b>



# ZONING ORDINANCE AND ZONING MAP AMENDMENTS



# Bayhill Zoning Districts

- Add Chapter 12.290, Bayhill Specific Plan District:
  - ❖ Ensures that the Bayhill Specific Plan Area is developed in a comprehensively planned manner, compatible with adjacent uses and consistent with Bayhill Specific Plan Policies
  - ❖ Prescribes development standards, rules, and procedures by translating Specific Plan Policies into specific use regulation, development standards, and performance criteria that govern development on individual properties
- Four New Zoning Districts:
  - ❖ Bayhill Regional Office (BRO) Zoning District
  - ❖ Bayhill Neighborhood Commercial (BNC) Zoning District
  - ❖ Bayhill Residential (BR) Overlay Zoning District
  - ❖ Bayhill Mixed-Use (BMU) Overlay Zoning District



# Bayhill Zoning Districts

- The Bayhill Specific Plan Zoning Ordinance also addresses:
  - ❖ Allocation of New Development and Transfer of Development
  - ❖ Development Standards (setbacks, height, lot coverage, minimum lot size, etc.)
  - ❖ Additional Development Regulations (Building Mass, height of first floor above adjacent sidewalk, lighting, roof overhangs, rooftop mechanical equipment, pedestrian bridges over public streets, landscaping, greenway, Cherry Avenue Plaza, residential outdoor space, anti-reflective glass, and the private multi-modal transportation hub)



# PHASE I DEVELOPMENT PROJECT





# Phase I Development

- Construction of two, three-story office buildings totaling 440,000 square feet of office space and three levels of underground parking on surface parking lots adjacent to the existing buildings at 900 and 1000 Cherry Avenue
- Provide a total of 1,896 parking spaces:
  - ❖ Replace existing parking spaces located at 900 and 1000 Cherry Avenue at a 1 to 1 ratio
  - ❖ All new construction to provide a minimum of 3 spaces per 1,000 square feet of office space
  - ❖ All onsite parking will be accommodated with standard spaces, tandem spaces, and mechanical parking lifts



# Phase I Development





# Phase I Development

- Realignment and straightening of Grundy Lane
- Creation of an off-street / multi-modal transportation hub for YouTube employees
- Establishment of the Cherry Avenue Plaza at the NE corner of Cherry Avenue and Grundy Lane for public access
- Establishment of curb marking changes for a bus stop and passenger loading zones
- Demolition of the buildings located at 1150 – 1250 Bayhill Drive for temporary parking (site of future phase 2)





# Phase I Development





# Vesting Tentative Map

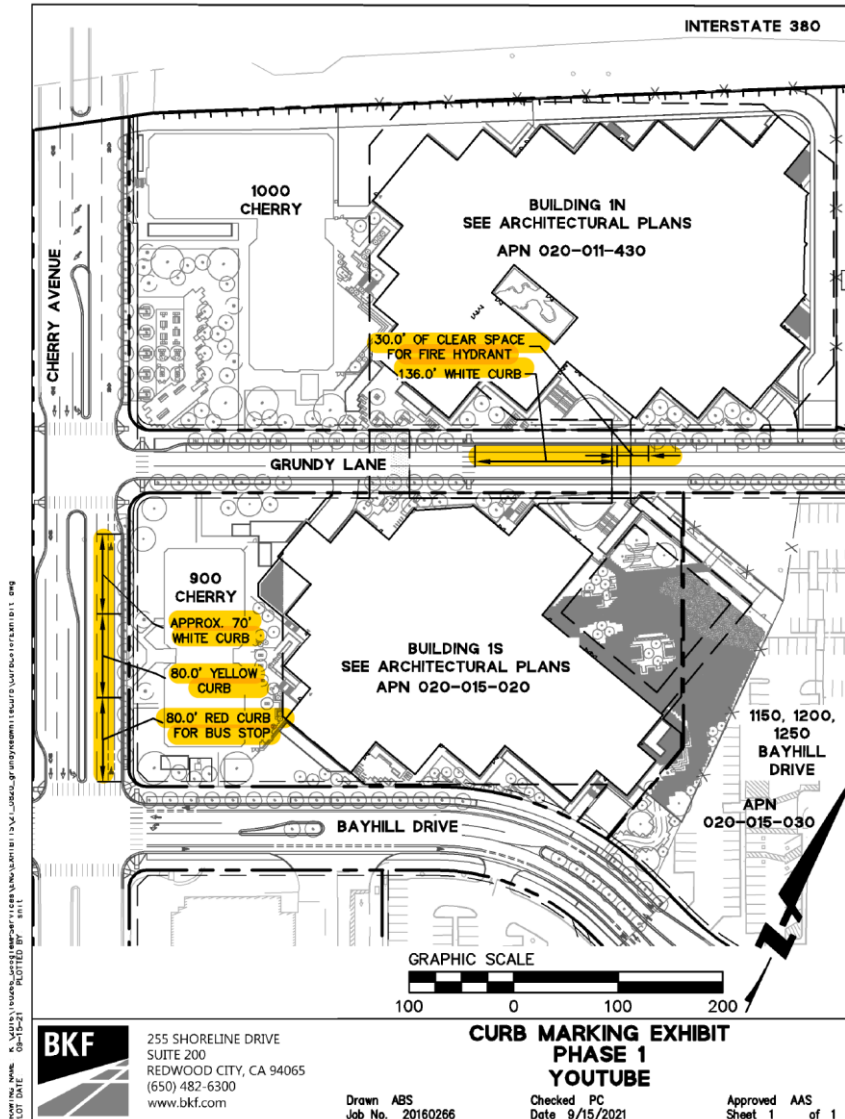
- Vesting Tentative Map
  - ❖ Realignment and Straightening of Grundy Lane affects several properties along Grundy Lane
    - Realign and adjust parcel boundaries along Grundy Lane
    - A total of eight parcels, all owned by Google are included on the map
    - No additional net parcel created as a result of the Map
    - Elm Avenue, north of the realigned Grundy Lane, will be abandoned







# Curb Markings



- 136-ft White Curb on Grundy Lane
- 70-ft White Curb on Cherry Ave
- 80-ft Yellow Curb on Cherry Ave
- 80-ft Red Curb on Cherry Ave



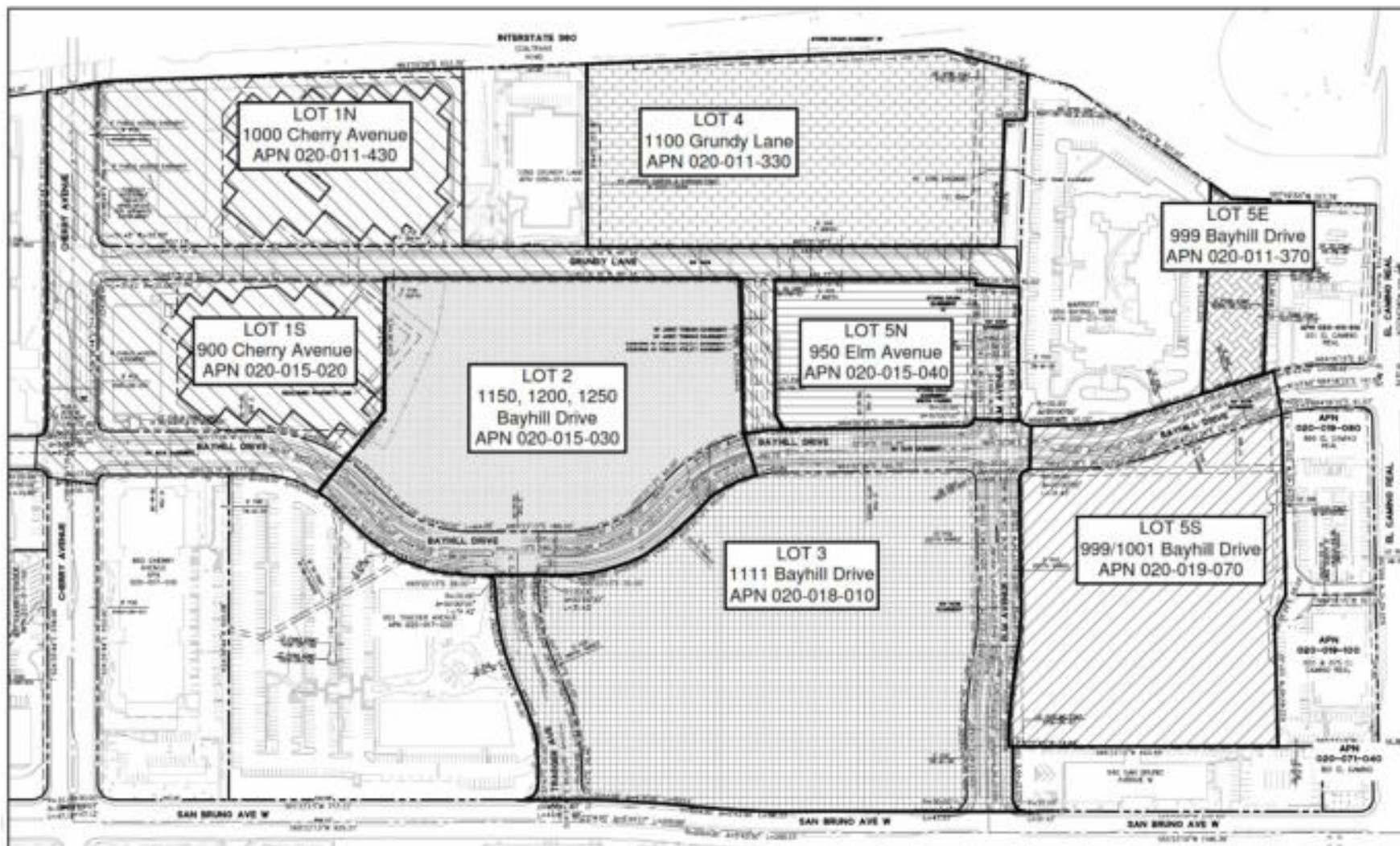
# DEVELOPMENT AGREEMENT





# Development Agreement

- **Purpose:** Long term approval rights





# Development Agreement

- **Term:** Initial term 15-year with potential 5-year extension
  - ❖ Initial total payment = **\$56.2 Million** (including \$22.8 million phase 2 pre-payment)
  - ❖ Potential **five-year extension** upon completion of phases one, two and a third lot (one of lots three, four or five)
- **Property Development:**
  - ❖ DA = Vested development rights per Specific Plan, Zoning, Vesting Tentative Map, Architectural Review Permits, and conditions of approval for term of DA.
  - ❖ Changes to local regulations will not apply to project for term of DA (changes to state or federal laws will apply).
  - ❖ Project not subject to local moratorium or referendum (after expiration of initial appeal period) during DA term





# Development Agreement

- **Fees:** Community Benefit, City-wide Development Impact, Area Development Impact (Bayhill-specific public improvements)
  - ❖ Fees annually adjusted per inflation index
  - ❖ Developer may prepay fees; unused prepaid fees to be credited against the next lot to be developed
  - ❖ Developer will receive credit against Community Benefits fee for 75% of cost for General Plan amendment, Specific Plan, DA and EIR preparation
  - ❖ Construction materials sales tax credited to City



# Recommendation

- Adopt Resolution Approving the Water Supply Assessment Report for the Proposed Bayhill Specific Plan.
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# Next Steps

- Final approvals on:
  - ❖ Bayhill Specific Plan Water Supply Assessment
  - ❖ Final EIR
  - ❖ General Plan Amendment
  - ❖ Bayhill Specific Plan
  - ❖ Vesting Tentative Map
  - ❖ Architecture Review Permit
  - ❖ Curb Markings on Grundy Lane and Cherry Avenue



# Next Steps

- Hold a subsequent public meeting to consider waive second readings on:
  - ❖ Zoning Ordinance Amendment to add Chapter 12.290 Bayhill Specific Plan Zoning District
  - ❖ Zoning Map Amendment for the Bayhill Specific Plan
  - ❖ Development Agreement



# Questions

